

Tree Management Principles 2025

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I. Executive Summary

The **Tree Management Principles 2025** document sets out Plymouth City Council's updated approach to managing the city's trees, reflecting statutory duties, best practice, and the city's ambitions for a greener, healthier, and more resilient urban environment.

Plymouth's estimated 395,000 trees deliver over £4.6 million in annual benefits, including carbon capture, improved air quality, flood mitigation, urban cooling, and enhanced wellbeing for residents. The Council is responsible for thousands of trees on public land and has a duty to protect, enhance, and manage this vital asset for current and future generations. It does this in the context of a challenging local government financial position.

This document aligns with the four principles of Plymouth's Plan for Trees—**Care, Protect, Enhance, and Promote**—and provides a clear framework for:

- **Risk-based management:** Regular surveys and risk assessments ensure public safety and compliance with legal duties, using Quantified Tree Risk Assessment (QTRA) and proactive maintenance regimes.
- **Transparent decision-making:** Clear criteria for tree works, felling, and replacement, with robust processes for public engagement and consultation, especially for street trees under the Environment Act 2021.
- **Sustainable urban forestry:** Guidance on planting, pollarding, and protecting trees, including root protection zones and the use of feasibility checklists to ensure the right tree is planted in the right place.
- **Integration with city planning:** Coordination with infrastructure projects, planning policy, and the Plymouth and South Devon Community Forest to maximise canopy cover, biodiversity, and tree equity across all neighbourhoods.
- **Community involvement:** Commitment to engaging residents, stakeholders, and partners in decision-making, replanting, and stewardship, ensuring that tree management reflects local needs and aspirations.

The Tree Management Principles document will be reviewed every five years, ensuring that Plymouth's approach remains responsive to new challenges, legislation, and opportunities. By managing the city's trees through these principles, the Council aims to safeguard and grow the city's urban forest, delivering environmental, social, and economic benefits for all.

2. Introduction

Plymouth City Council recognises the many benefits that trees bring to our city including capturing and storing carbon, improving health and well-being, intercepting rainwater, adding to property values, reducing the urban heat island effect and providing a sense of place and pride within communities.

We know that the estimated 395,000 trees in the city provide £4.6 million in annual benefits to the city (*i-Tree Eco Survey Report, 2021*).

Trees may take decades to grow but in urban environments have a tough life and are vulnerable to drought stress, compacted soils and development pressure. Wherever they are growing they require space for the adequate development of their root systems and canopies.

Plymouth City Council (the council) is directly responsible for many thousands of trees across Plymouth growing on public land such as highway verges, parks, open spaces and woodlands. The council also has some limited responsibilities in respect of privately owned trees which might interact with the public domain, for example when private trees are posing a risk to the Highway.

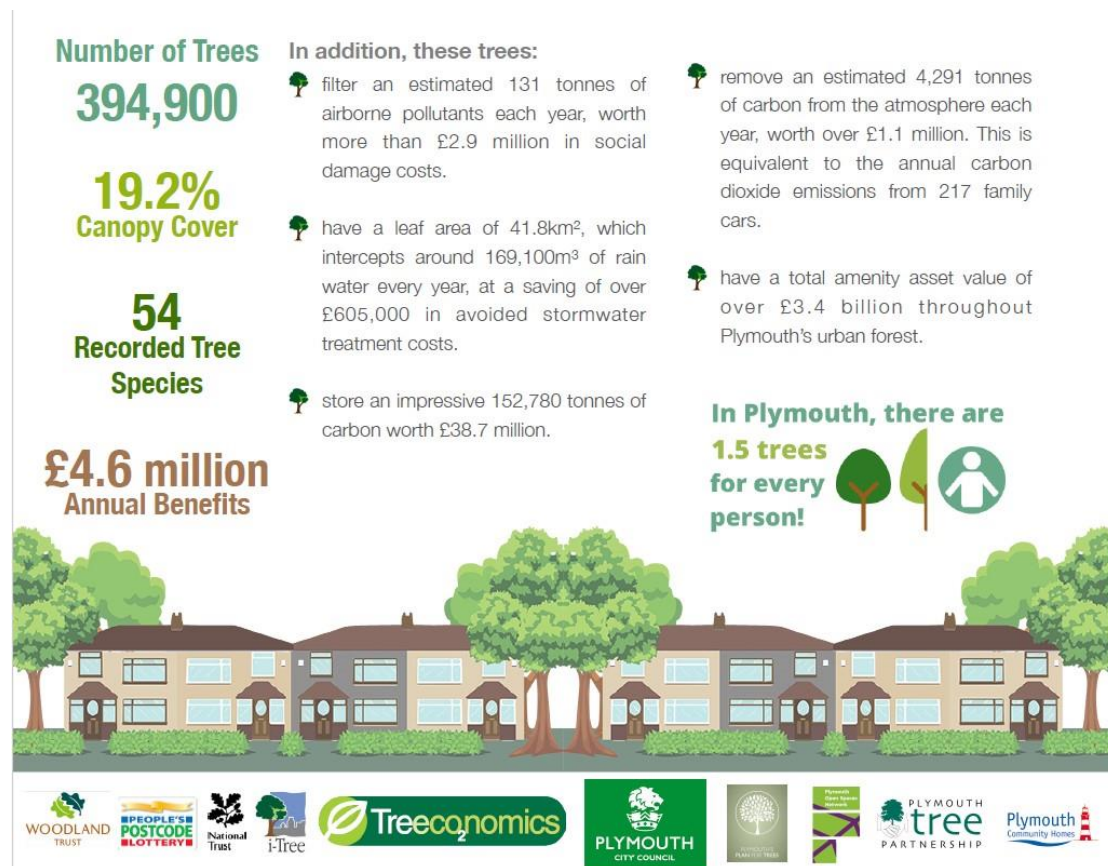


Figure 1 – The Value of Plymouth's Urban Forest (Treeconomics, 2021)

In 2019 the council and a range of partners adopted Plymouth's Plan for Trees, which set out Plymouth's vision for its trees across the city. The Plan was developed in collaboration between Plymouth City Council, Woodland Trust, Plymouth Community Homes, Plymouth Tree Partnership, Plymouth Open Space Network and the National Trust:

'Trees and woodlands within Plymouth will be valued and cared for so they can play a fundamental role in the City's future. Everyone will have more opportunities to experience the positive benefits of trees and woodlands, which enhance the beauty and unique nature of Plymouth.'

A Delivery Programme was approved as part of this plan and is overseen and reviewed by Plan for Trees Steering Group.

Part of the council's commitment included delivering a **Tree Management Principles** document to enable Plymouth City Council to deliver against the four Principles of this vision:

Care – *We will care for our trees and woods by practicing and promoting good tree and woodland management*

Protect – *We will protect Plymouth's special trees and woods for future generations*

Enhance – *We will enhance neighbourhoods by selecting, growing and planting high-quality trees that also increase canopy cover and tree diversity*

Promote - *We will promote the benefits and value of our trees and woods through education and encouraging best practice*

This was published in 2019 alongside the Plan for Trees. In 2025 the council has reviewed this document to provide an updated position and approach on management of the trees for which it is responsible, ensuring that it recognises new duties set out in the Environment Act (2021) and is reflective of the current situation and challenges of local government and needs of residents in the city.

The purpose of the document is **to set out the Council's management approach to the trees within its ownership or authority to protect, to ensure they have a positive impact on communities**. It will set out the criteria for tree management practices including defining when felling is appropriate, how we will engage with communities around this and how replacements will be planned for and delivered.

Within this it recognises that the Council has a range of duties including as a landowner, acting as the Local Planning Authority (LPA) and the Highways Authority.

As landowner the Council has a duty of care to enhance biodiversity and comply with regulations set out under the Environment Act. Measures and ambition to deliver this



enhancement through tree planting and other interventions are set in the [Plan for Nature and People](#) and [Plymouth and South Devon Community Forest Plan](#).

As the Highway Authority, it has a duty to ensure the safe passage of all highway users as set under the Highways Act. This document and associated processes must also provide direction and ensure a consistent approach to managing trees that interact with highway usage.

As the LPA the Council has duties set out under the Town and Country Planning Act (TCPA) and is guided by the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG). Locally the Local Plan sets out how Plymouth delivers the requirements of the NPPF.

This document will be reviewed every 5 years by the council with the support of partners to ensure that it responds to current legislation as well as new challenges and opportunities.

Under each of these areas of responsibility the Council has ways to ensure that the public are informed and engaged, and where necessary consulted about decisions that impact both positively and negatively on the trees of the city. This is set out under each section.

3. Management of existing Council owned and managed tree stock

The top priority for tree management is public safety and the principles set out here are guided by industry guidance issued by the [National Tree Safety Group](#)¹. The Council carry out regular risk assessments of trees that they maintain. This tells us where harm is most likely to occur and helps decide what action is needed to keep people and property within acceptable levels of risk. Trees that have been identified as posing high levels of risk – based on a combination of the likelihood of failure and the potential to affect high impact zones such as main roads and playgrounds - are prioritised to ensure the greatest reduction of risk is actioned.

The council allocates its finite resources to ensure it reasonably meets its duty of care and other legal responsibilities by demonstrating a defendable, proactive tree management regime. We capture and store our tree and risk management data in our tree management database to provide a robust record of inspections and tree works.

Like any landowner, the Council has a duty of care to take reasonable care to avoid acts or omissions that cause a reasonably foreseeable risk of injury to persons or property². When assessing a tree, owners and managers need to judge whether the management measures they adopt will fulfil their legal obligations.

As an employer, the Council has a duty to ensure, *‘so far as is reasonably practicable’*, that, employees, contractors and members of the public are not put at risk. We are also required to *‘make a suitable and sufficient assessment of the risks to the health and safety of persons not in his employment arising out of or in connection with the conduct by him of his undertaking’*³. This requires us to undertake a risk assessment of the tree stock on our land.

Therefore, Quantified Tree Risk Assessments (QTRA) ‘are used to quantify the risk of significant harm from tree failure, so that the degree of uncertainty around future tree failure can be maintained within the HSE’s limits of tolerable and broadly acceptable risk’.

The HSE propose that:

¹ [NTSG-full-guidance.pdf](#)

² The Occupiers’ Liability Act 1957 & 1984.

³ The Health and Safety at Work etc. Act 1974

³ [Quantified Tree Risk Assessment Practice Note Version 5.3.9 2025](#)

'For members of the public who have a risk imposed on them 'in the wider interest' HSE would set this limit at 1/10,000 per annum'⁴.

And, 'for trees in a frequently visited zone, a system for periodic, proactive checks is appropriate'.⁵

There is a distinction between unacceptable and tolerable risk, whereby the council may choose to raise work on tolerable risks when the benefits of risk control are sufficient to justify their cost.

3.1 Surveys

To ensure the risks and benefits of trees are balanced we undertake a regular programme of proactive tree surveys to ascertain the general condition of our tree stock and to identify those tree that may pose an unacceptable risk to people and built infrastructure. The outcomes of this survey programme inform a pro-active and risk-based tree work programme.

The council have zoned groups of trees we are required to monitor into areas called Tree Survey Units (TSUs). These are generally at street or single open space scale, with larger open spaces or streets broken down into a suitable number of TSUs. TSUs will receive inspection on 2, 3 or 6 yearly cycles. In 2024 the council completed 403 TSU surveys. Where it is recognised that a tree has a defect requiring attention a suitable job will be raised against this individual tree or group of trees to carry out tree works, regular maintenance or an increased frequency of assessment.

- **High risk areas** – those on busy routes for pedestrians/traffic or located near to playgrounds and other critical areas of increased risk are assessed **every 2 years**.
- **Regular streets and woodland fringes** are assessed **every 3 years**.
- **More remote areas** such as in woodland or away from residents and services will be inspected **every 6 years** recognising that the risk of death, serious injury or property damage from trees in infrequently used areas is low.

⁴ Health and Safety Executive (2007). Management of the risk from falling trees. HSE Sector Information Minute, SIM 01/2007/05. (Guidance for HSE Inspectors and Local Authority enforcement officers).

⁵ Health and Safety Executive (2007). Management of the risk from falling trees. HSE Sector Information Minute, SIM 01/2007/05.

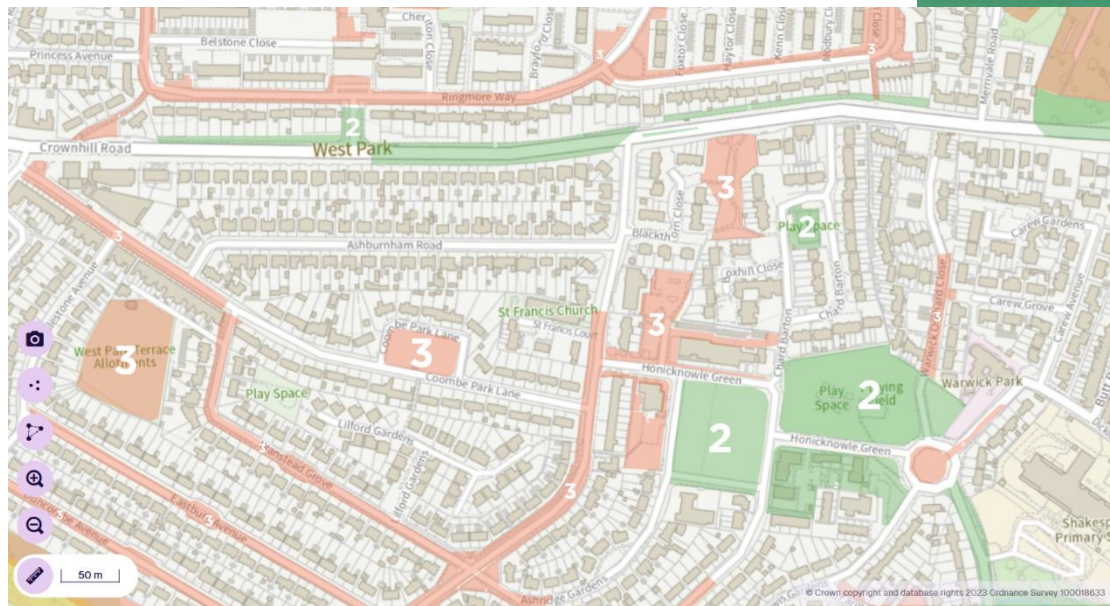


Figure 2 – an example of a neighbourhood with Tree Survey Units identified on a 2- and 3-year cycle

If concerns are raised about particular trees that triggers an individual tree survey these results will override the TSU assessment but only for that tree, unless the visiting tree officer has sufficient cause to believe that the surrounding area requires further investigation.

Reports of dangerous trees can be received from a wide range of sources and are treated as urgent. This often relates to fallen or failed trees but other concerns may also require more urgent attention. Storms and extreme weather events are likely to increase the volume of dangerous tree reports.

3.1.1. Private Trees

The duty of care to keep highways users safe under the Highways Act also applies to private landowners. Wherever private trees are in close proximity to the highway, it is the responsibility of the landowner to take proactive measures to assess and promote tree health. If a tree poses a foreseeable risk to highways users, it is the landowner's responsibility to mitigate this risk through appropriate assessment and associated remedial tree work to effectively manage any risk.

The council's officers will notify private landowners if through the course of regular inspections and surveys any hazards and risks arising from trees or vegetation are identified so that the landowner can take appropriate action. If they fail to do so, the council has the right to enter property and carry out work at the landowner's expense⁶.

⁶ Under section 154 of the Highways Act (1980) and the Local Government (Miscellaneous Provisions) Act 1976

3.2 Tree Works

The Plymouth Plan for Trees provides an agreed framework for the council's tree work with a requirement to follow industry best practice in managing our trees [BS3998](#) Tree Works – Recommendations⁷. We base work priorities on the risks posed by the trees following a survey, with the ones that pose the greatest level of potential harm being worked on first and then cascading down to those that pose a lesser risk in a practicable and efficient manner.

Decisions on the type of tree works or intervention will be made when the probability of harm from trees has been assessed and exceeds an acceptable limit. Examples of intervention include removing the 'target' (such as redirecting a path or fencing off access so reducing the likelihood that people could be harmed), carrying out tree pruning work (reducing the size of a tree so a failure would have a less severe impact) or felling a tree.

The council realises that alongside the multiple benefits trees provide they can inconvenience and lead to concerns for residents living near them. However, the council does not undertake tree works for reasons of:

- shade
- interference with TV or satellite signals
- blocked views
- overhanging gardens
- Bird droppings
- Honeydew
- Leaf litter
- Fruit / Nuts / Pine cones
- Trees too tall/ seem big
- Because they haven't been cut lately
- Blocked gutters
- Anti-social behaviour or any other issues related to inconvenience.

We do carry out tree works for reasons of:

- felling or pruning trees which are dead, dying or dangerous as quickly as reasonably practicable where it is an unacceptable risk to leave them.
- promptly responding to any insurance claim relating to one of our trees once we have thoroughly examined the circumstances.
- removing branches which obstruct free passage of roads and pavements or cause a danger, and clearing streetlights, traffic signs and signals, sightlines and crossings when a problem is reported or identified.
- trees which are being removed as part of woodland maintenance works or due to necessary ecological management will not require replacement and natural

⁷ [BS 3998:2010](#) | 31 Dec 2010 | [BSI Knowledge](#)

regeneration will be allowed, unless the felling is necessary to create mitigation habitat for other works.

- for planned development works where suitable consideration has been given to the mitigation hierarchy (see *Section 5*).
- when other methods to manage the issue have been exhausted (in the case of root damage/subsidence).

3.2.1 Insurance claims

In cases of alleged damage caused by a tree or its roots, the burden of proof rests with the landowner or claimant. It is the responsibility of the individual making the claim to provide evidence and demonstrate that the alleged damage can be attributed to the tree or its root system. This means that the claimant must establish a clear connection between the tree or its roots and the damage in question.

In some instances, it may even be necessary for the claimant to obtain an independent assessment from a qualified professional, such as a structural engineer, to help establish the probable cause of the damage.

When consideration needs to be given to the cost:benefit of interventions then the council will proactively use a [CAVAT](#) assessment as part of its cost:benefit analysis of options.

3.2.2 Tree replacements

If trees need to be removed an assessment will be made whether felled trees should be replaced in the same location, taking into account best practice and future maintenance requirements and cost. The council will take a pro-active approach to securing funding for suitable numbers of like-for-like tree replacements.

In instances where trees are replaced the council will take a collaborative approach, where expedient, to liaise with local stakeholders to ensure trees can be replanted as close as possible to where they have been lost (e.g. within the same street or park) or where necessary we will seek other locations as close as possible to where trees have been lost to ensure there is no reduction in localised tree cover. We will aim to replant the following planting season after felling.

3.2.3 - Veteran Trees

There are currently over 150 veteran, ancient or notable trees in Plymouth⁸. Our aim is to survey, map and monitor these to understand and promote their biodiversity, conservation and social significance. While we will produce a definitive database containing all these trees, we will also seek to develop a trail incorporating a selection of these trees to allow the local community to appreciate these valuable assets and interpret their importance through on-site signage and accessible information for a range of audiences.

⁸ 153 records of Veteran trees in the city ([Plymouth Open data, 2016](#))

Where feasible these trees will have specific management plans and, if relevant, will also be incorporated into the ongoing management plans of the nature areas they grow in.

3.2.4 - Root protection zones

The council and its contractors will follow appropriate industry codes of practice and guidance such as BS5837⁹ and NJUG guidance¹⁰ when excavation works are required close to trees to avoid or minimise damage to roots. E.g. any works to first avoid impact, recognising the root protection area and applying suitable buffers during work and applying suitable methods of work. The council will also expect all utility providers and partners to follow the same NJUG guidance.

3.2.5 - Keeping the public informed

Understandably there is significant public interest in the trees of the city, they provide vital ecosystem services and are often important features in neighbourhoods of the city.

To ensure a suitable level of engagement and accountability for decision making in the management of its trees the council will implement a process to be able to share information via its website and, when necessary, through physical notices on sites, to ensure that the public have suitable information to understand the interventions required and the options considered in proposing tree removal.

3.3 Trees on or adjacent to the Highway including Street Trees

The council, acting as the Highways Authority under the Highways Act 1980 has to ensure that trees do not obstruct pedestrians or road users and has overall authority and responsibility to plant and maintain trees on the highway.

As Highways Authority for Plymouth, the council has specific duties under several sections of the Highways Act¹¹ to comply with:

- to maintain the highways infrastructure in a safe and useable condition
- to minimise disruption caused to traffic by works on the highway.
- allow for a robust defence against litigation

⁹ [BS 5837](#) Trees in relation to design, demolition and construction – Code of practice

¹⁰ [NJUG GUIDELINES FOR THE PLANNING, INSTALLATION AND MAINTENANCE OF UTILITY APPARATUS IN PROXIMITY TO TREES](#)

¹¹ Highways Act 1980 – Subsection 41 (1), Section 58, Section 96A, Section 141

- To ensure that planting of trees or shrubs in or near carriageway does not restrict the use of the carriageway.
- To consult with the public before removal of a 'Street Tree' – see *section on 'Public Engagement' below for more detail*

In response to the duties outlined above, this section sets out the council's approach to managing trees on or adjacent to the highway. This builds on the principles set out earlier in this document and aims to provide further clarification on long-term challenges that the council is faced with to balance Highways Act duties alongside providing climate resilient and attractive neighbourhoods for people to live in.

- Management of large tree canopies and basal growth in residential streets restricting footways and carriageways
- Management of tree root damage to footways and carriageways
- Management of large tree trunks restricting width of footways
- Planting of new trees in or alongside the highway

The council will have broadly two approaches to carrying out works to the highways, which are inter-related but are distinct to each other. One is through specific highways improvements schemes - this approach is covered in section 5. The section here 3.3 relates to the day-to-day work to maintain highways infrastructure.

3.3.1. Management of large tree canopies and basal growth in residential streets restricting footways and carriageways

The city has many semi-mature and mature trees planted in previous decades in streets across the city. These trees provide significant benefits to people in the city, but the council has to cost-effectively manage these trees to ensure that they are appropriate for their setting close to property and highways.

To achieve this the council uses a cyclical pruning and pollarding programme for trees within its ownership or management which are in street locations. [This programme manages over 2,800 trees in a four-year cycle.](#) In addition, the council will prune growth for the base of trees where it becomes excessive in a cyclical maintenance schedule.

3.3.2. Management of tree root damage to footways and carriageways

Trees can cause damage to footways and carriageways either through time (growth) or during exceptional weather circumstances (uprooting). The Council deals with damage caused to the highway by tree growth according to the information set out here; damage caused by trees uprooting will be dealt with in accordance with our set procedures for emergency response.

Many of the trees planted within the footways across the city are semi-mature and mature trees and provide both great benefits to streets as well as posing challenges to their growing environments – they were planted decades ago and, in some cases, have outgrown their setting.

Incremental root growth, over long periods, exerts upward and sideways force on its surroundings that can result in a deformation of the footway, kerb displacement and in exceptional circumstances deformation of the carriageway surface. For the Council to take a pragmatic and reasonable approach to dealing with trees within the Highway estate the following guidance should be followed which draws from BS5837¹² and NJUG guidance¹³.

Root damage to footways and carriageways

The space available for both trees and highways infrastructure is often very restricted, and they are frequently forced to share the available space, both above and below ground.

Where they are in close proximity, there is the potential for either to be subject to damage as is the case with lifted pavements etc. To successfully co-exist, precautions should be taken to minimise the risk of damage to both trees and highways infrastructure based upon technical guidance and where appropriate further advice from Council Tree Officers.

Tree roots can cause damage to pavements and kerbs but prioritised attention should be focused on the carriageway. Where the damage results in rocking slabs, trips and undulations to the footway which meet the criteria defined as a safety defect in the [Highways Inspection Manual](#)¹⁴, the damage is considered a safety defect and action has to be taken in accordance with this guidance. However, in line with relevant legislation no tree should be felled prior to considering appropriate options and mitigation.

The council will consider these cases with a multi-disciplinary¹⁵ approach to attempt to address the issue permanently and sustainably, without causing significant detriment to the amenity of the area or creating future maintenance issues. The aim will be to achieve acceptable levels of highways safety whilst ensuring as far as reasonably practicable tree canopy in the local area is retained without causing future maintenance concerns

In streets where pavement issues have resulted in the loss of trees over time the council will consider the location of tree stumps in this approach and as requiring attention and opportunity for replanting.

¹² [BS 5837](#) Trees in relation to design, demolition and construction – Code of practice

¹³ [NJUG GUIDELINES FOR THE PLANNING, INSTALLATION AND MAINTENANCE OF UTILITY APPARATUS IN PROXIMITY TO TREES](#)

¹⁴ [Highway Inspection Manual 2018.pdf](#)

¹⁵ Cross departmental working for trees will most likely involve the following stakeholders: Council Natural Environment, Environmental Operations and Highways teams. However other partners might be involved depending on the location of the trees affected by the works.

This approach will recognise a range of factors in considering each case:

- highways safety,
- maintenance requirement,
- tree health,
- tree canopy cover in the local area.
- retaining or re-creating the aesthetic of the street,
- future resilience.

In considering solutions to the issues a variety of options will be considered including:

1. Changes to how the highway is laid out
2. Using alternative surfaces
3. Changes to how the highway functions
4. Installation of underground interventions such as root bridges or root barriers
5. Felling and replanting of trees

Wherever this approach is taken and the only feasible outcome is to remove trees which are not exempt under the Highways Act, residents will be engaged and consulted in line with the council's duty to consult process set out below in 3.3.5.

Overall, where it is concluded felling is the only viable, cost-effective option, the number of trees to be replanted will follow a ratio and specifications as set out in the Joint Local Plan Supplementary Planning Document, with at least one tree being planted in close proximity to the location of the tree lost whenever possible.

The selection and implementation of the chosen approach will be dependent on available budgets and arboricultural expertise. We will proactively secure suitable funding in line with the Supplementary Planning Document (SPD) to support the delivery of the above set-out approach in order to provide PCC with a resilient succession planting plan working towards achieving tree canopy and equity goals.

Footways – tree roots

Growth of the tree roots can cause uneven paving slabs or varying degrees of undulation on a bitumen macadam surfacing. Rocking slabs, trips and undulations which meet the level identified in the safety inspection manual may constitute a safety defect. Solutions will be considered in the following order of priority:

1. the existing surfacing material will be removed and replaced with suitable new surfacing over the tree roots, providing sufficient clearance at the base of the stem to reduce stress on the tree.
2. alternative surfaces such as rubber pavers will be considered

3. if no viable option can be resourced cost effectively then, the tree will be considered for removal and replanting as per section 3.2.5. If a replacement tree cannot be planted in the same location then the footway will be reconstructed and finished with a material sympathetic to the area where reasonably practicable.

Kerbs – displaced by tree root growth

Kerbs can be displaced in both a vertical and horizontal plane by the force exerted by tree roots. Though kerbs are technically part of the footway and are subject to the same intervention levels, a risk-based approach should be made to determine the course of action. Options that will be considered are:

1. the removal of kerbs and replacement with a slim line kerb (for horizontal movement)
2. ramping off with sand/cement (for vertical movement)
3. a kerb stone may be removed and not replaced,
4. It may also be possible to reset a displaced kerb by cutting back the offending tree roots, though advice must be sought from a Tree Officer prior to the works commencing.

Kerbs – drop kerb installation

The Council does not remove trees, established tree pits or highway verges with opportunity for replanting for the purposes of installing new dropped kerbs or vehicle cross overs.

3.3.3. Management of large tree trunks restricting width of footways

There are instances where the growth of a tree causes an obstruction to pedestrians by reducing the available width of the footway. This can force pedestrians to walk along the carriageway. According to the Department of Transport [“Inclusive Mobility Guidance”¹⁶](#) the minimum width required for a wheelchair user and an ambulant person side by side is 1500mm. The minimum width required for a visually impaired person being guided is 1200mm. Plymouth City Council has taken the position of two people walking side by side as being more commonplace therefore will adopt this as the intervention level.

Therefore, should the growth of a tree reduce the footway width to below 1200mm, a Street Tree Options Assessment Report will be undertaken to recommend what action should be taken considering options such as tree removal and replacement or if a build out can be installed.

¹⁶ [Inclusive mobility: making transport accessible for passengers and pedestrians - GOV.UK](#)

In exceptional circumstances this width could be reduced to 1000mm as an absolute minimum where no feasible alternative exists, but any restricted width should not be repeated within another 6 metres.

3.3.4. Planting of new trees in or alongside the highway

It may be possible to replant trees on or adjacent to a footway but must be in accordance with the Department for Transport [Manual for Streets](#)¹⁷ and [Tree Design Group guidance](#)¹⁸.

To balance the requirements of access, safe highways management, and a city commitment to enhancing tree equity and ensuring climate resilience, the following principles enables street tree placement in the right place, under one of the following three conditions:

Optimal practice – full spatial allocation for all requirements with no feasibility requirement:

No tree or shrub shall be planted within 2675mm from the kerb line of a standard 7300mm carriageway, with additional widths required above 2675mm to account for any additional street furniture incl. signs, bollards, guardrail, above ground utility apparatus etc. Footpaths should be made as wide as is practicable, and under normal circumstances a width of 2000mm is the minimum that should be provided.

Viable practice – existing physical constraints:

Where the above is not achievable due to existing physical constraints, a minimum footpath width of 1200mm and 450mm kerbside to street furniture easement can be regarded as acceptable when pedestrian volumes and composition (e.g. near schools or shops) have been considered. In this circumstance footpaths should be a minimum of 2000mm wide (1200mm path + 450mm + 350mm diameter trunk).

Extraordinary practice – Urgent requirement for tree equity enhancements in highly constrained areas:

Where tree placement cannot be met in a street by the above criteria but delivery of tree equity is an urgent need evidenced by a Tree Equity Score¹⁹ (TES) below 75, then extraordinary footpath widths of an absolute minimum 1000mm are justified, in

¹⁷ [mfssummary.pdf](#)

¹⁸ [Trees in Hard Landscapes: A Guide for Delivery - Trees and Design Action Group](#)

¹⁹ Tree Equity Score map - [Tree Equity Score UK](#). *Tree Equity Score UK is a map-based application that was created to help address disparities in urban tree distribution.*

exceptional circumstances and must be caused by single trees only, spaced a minimum of 6m apart. This placement enables sporadic 'passing places' for footpath traffic. In these instances, footpath width and kerbside to street furniture easement equate to 1450mm as an absolute minimum.

The minimum width of 1200mm takes into account of the Inclusive Mobility guidelines and new trees would follow the 'Right tree, Right place' principle so trees that produce growth at their base would not be planted in these locations.

Where the width of the footway does not allow for the replanting of trees, consideration will be given to the construction of carriageway buildouts to provide a planting area. This will be subject to consideration using feasibility criteria on a case-by-case basis. These criteria will cover safety, social, economic and environmental factors. Consideration will be given to plant trees elsewhere in the nearby area should it not be possible to build such a planting area within that street. The council will scope sites based on its feasibility checklist (Appendix 5) to pro-actively build a pipeline of future tree planting locations.

3.3.5. Public engagement and consultation

Understandably there is significant public interest in the trees of the city, they provide vital ecosystem services and are often important features in neighbourhoods of the city.

The Environment Act 2021, set out a new duty for Local Highways Authorities to consult with the public before felling a tree on an urban road (a "street tree"). Details of the specific requirements and exempt situations for this duty are set out in Appendix 1.

In general terms the council will consult with residents if removing a street tree from a residential street unless it is:

- less than 8 centimetres wide i.e. very small,
- the tree is dead or dangerous,
- the tree is causing an obstruction in line with the Equality Act,
- required for the purpose of carrying out development authorised by a planning approval.

A local authority **must ensure that it has sufficient evidence to prove that a street tree is exempt** from the duty to consult. Non-compliance with the duty to consult could lead to legal challenge, it is up the local highways authority to ensure it has sufficient evidence to defend against a legal challenge.

To ensure a suitable level of engagement and accountability for decision making in the management of its trees in relation to this duty the council has defined a process to be able to determine objectively and, where necessary, with appropriate public consultation in decisions to remove and replant street trees. Council officers will use

this process where there is a duty to consult the public in the proposed removal of street trees. By sharing this information via its website and in physical notices we aim to ensure that the public have suitable information to understand the interventions required and the options considered in proposing tree removal.

The details of this process are set out in **Appendix I**, but the summary is set out here:

1. Tree assessed using Street Tree Condition Impact Matrix
2. Where tree removal is considered necessary, a Street Tree Options Assessment Report should be completed.
3. Information published to the council website on proposed tree removal, reasons for that decision and confirmation if consultation is required.
4. If formal consultation required, site notices erected and consultation open for 28 days, including with councillors and the Plymouth Plan for Trees Steering Group as a key advisory group with local and national stakeholder representation.
5. Decision taken on tree removal and replanting proposal by Service Director for Street Services in consultation with Cabinet Members and decision published.

4 Tree Preservation Orders (TPO) and Trees in Conservation Areas (TCO)

4.1 Tree Preservation Orders (TPO)

A Tree Preservation Order is an order made by a local planning authority in England to protect specific trees, groups of trees or woodlands in the interests of amenity. An Order prohibits the:

- cutting down
- topping
- lopping
- uprooting
- wilful damage
- wilful destruction

of trees without the local planning authority's written consent. If consent is given, it can be subject to conditions which have to be followed.

The Council follows [national guidance on the making of TPOs](#), which sets out that local planning authorities can make a [Tree Preservation Order](#) if it appears to them to be '[expedient in the interests of amenity to make provision for the preservation of trees or woodlands in their area](#)'. Trees may be protected for a wide range of reasons including their contribution to public visual amenity, if they are unusual or rare specimens, they may have strong historical associations with a property, etc. We consider each request to protect a tree/s on its individual merit and therefore no exhaustive list has been prepared.

Authorities can either initiate [this process](#) themselves or in response to a request made by any other party. When deciding whether an Order is appropriate, authorities are advised to take into consideration [what 'amenity' means in practice](#), what to take into account when assessing [amenity value](#), [what 'expedient' means in practice](#), [what trees can be protected](#) and [how they can be identified](#). The serving of any new TPO is a matter of great significance both in terms of the cost to the council and in terms of the constraints it imposes upon the owner of the tree. The council will only consider those trees of most present or future visual amenity value for protection.

There are currently 547 TPOs across the city. The majority of these TPOs are on trees on third party land i.e. not Council owned but some do exist on Council owned land where there has historically been a reason to create one. TPO requests for trees on land owned by PCC will be considered in the same way as trees on private land.

The Council has a [webpage summarising the approach to TPOs](#) and new TPO requests can be submitted by a dedicated email address newtporequests@plymouth.gov.uk. Any new requests will be assessed and considered by Officers against government legislation and guidance and will be responded to within 30 working days in which we will set out the decision and the reason for it. This process will involve completing a amenity evaluation assessment (Tree Evaluation Method for Protection Orders) to

provide an objective assessment of the factors requiring consideration for the potential serving of an order.

If the tree/s score is above the minimum threshold a report is completed and submitted for approval by the delegated officer. This is then sealed by the legal department if approved and the TPO is served with immediate effect.

Affected parties are notified and a site notice is displayed on site. The TPO is registered against the properties involved and there is a twenty-eight-day period for comments to be received commencing from the date of serving. This process is summarised in Appendix 6.

4.1.1 Tree works request to a TPO tree

Anyone wanting to cut down, top, lop or uproot trees subject to a TPO must first apply to the local planning authority for its consent and apart from those limited exceptions, such as if a tree is dead or imminently dangerous, permission must be sought from the local planning authority by submitting a standard application form. The form is available through the Plymouth City Council website [Apply to work on a protected tree | PLYMOUTH.GOV.UK](#) and then the Planning Portal.

The Council publishes a weekly list of TPO works request applications [View the weekly list of tree applications | PLYMOUTH.GOV.UK](#) for the public to review and comment on. These comments are considered by Officers when determining the works request.

Anyone undertaking works to protected trees should take care not to exceed an exception. Before carrying out work they believe is exempt, they may wish to obtain advice from a qualified arboriculturist and/or confirmation from the authority of what is and what is not required.

If a local planning authority receives notice of work – called a 5 Day Notice - under any case it may decide to inform the notifier that it considers the exemption does not apply which would prevent the works from being progressed.

In addition, the authority's consent is not needed in certain specific circumstances for instance, in respect of anything done by, or on behalf of, the Forestry Commission on land it owns or manages or in which it has an interest or for those complying with an Act of Parliament.

4.2 - Tree/s in a Conservation Area

Trees in a conservation area that are not protected by a TPO are protected by the provisions in section 211 of the Town and Country Planning Act 1990. These provisions require people to notify the local planning authority, using a 'section 211 notice', 6 weeks before carrying out certain work on such trees, unless an exception applies. Works requests can be submitted through the Planning Portal reached through the Council website [Apply to work on a protected tree | PLYMOUTH.GOV.UK](#)

The work may go ahead before the end of the 6-week period if the local planning authority gives consent. This notice period gives the authority an opportunity to consider whether to make a Tree Preservation Order on the tree.

There are currently [15 conservation areas in Plymouth](#), each of which is valued for its special unique character. We protect and work towards enhancing these areas, through creation of management plans.

4.3 - Enforcement

Enforcement under Tree Preservation Orders is guided by National Planning Practice Guidance (NPPG), which emphasizes that enforcement action should be proportionate to the breach and taken when expedient to do so, with decisions varying by case and public interest. Breaches can lead to offences with penalties, duties to replace felled protected trees, and a range of limitation periods.

5 Managing tree impact for infrastructure projects

5.1 Infrastructure schemes delivered as Permitted Development

As the city grows and evolves there are a range of infrastructure schemes that will require delivery in line with the Local Plan. The council will be responsible for delivering a number of these, particularly transport, public realm and highway improvement schemes.

Not all of council delivered schemes are subject to planning approval, some are delivered as permitted development schemes. Where planning consent is not required, the Council recognises that some of these schemes will have an impact on trees as well as wider environmental impacts. In developing and delivering these schemes the Council will follow key principles:

- Schemes will follow the mitigation hierarchy²⁰ through the design process to reduce and mitigate impacts.
- Where trees are present an appropriate arboricultural assessment will be undertaken to the required national standards.

The decision to authorise a capital scheme currently passes through relevant internal officer and member decision gateways where environmental and climate impacts will be scrutinised as part of a consideration of the options open to the council.

Keeping the public informed – Engagement and Consultation

The council will ensure that at suitable stages of scheme development the public are kept informed of and engaged and consulted on potential impacts on trees and the steps that they are taking to avoid, reduce and mitigate this impact.

5.2 Infrastructure schemes delivered through planning system

All infrastructure schemes coming through the planning system will follow the relevant national and local planning policy which will include the material consideration of environmental and climate impacts, which recognise the important role that trees play in a climate-resilient and well-planned and designed neighbourhoods.

Keeping the public informed – Engagement and Consultation

The Local Planning Authority has a statutory requirement to undertake a formal period of public consultation, prior to deciding a planning application. This is

²⁰ The mitigation hierarchy is a widely used good practice framework that guides users towards limiting as far as possible the negative impacts on biodiversity from development projects. It can be applied to projects in any sector and is based on a sequence of four iterative actions: avoiding and minimising any negative impacts (prevention), before restoring and finally offsetting residual impacts (remediation) [Mitigation Hierarchy - The Biodiversity Consultancy](#)



prescribed in Article 15 of the Town and Country Planning (Development Management Procedure) Order 2015 (as amended). There are different requirements for applications for permission in principle, listed building consent and prior approval applications. Applications for a Certificate of Lawfulness for a Proposed Development, which is a formal determination that planning permission is not required, would not be subject to formal consultation.

The public consultation will involve publishing the application on our weekly list. This is published on our website and outlines all planning applications validated during the previous week.

Any individual or organisation can register online to receive notifications of applications in a particular ward, for example, using our public access system. In addition to viewing applications on the weekly list, publicity will also consist of the erection of at least one site notice in close proximity to the site. A more limited number of applications will also be advertised in the local press.

Representations received during the public consultation period will be reviewed and summarised in the Planning Officer's report. Any material planning considerations raised will be fully considered.

Some planning applications are referred to the Planning Committee for a decision. If we have received a representation from members of the public about a planning application that is being referred to Planning Committee, they will receive an email notifying them of the date, time and venue of the meeting, plus a web link with other relevant information (for example opportunities to speak at Planning Committee).

6 Community Forest Tree establishment programme

6.1 Plymouth and South Devon Community Forest

Since 2021, Plymouth City Council is the lead partner of Plymouth and South Devon Community Forest (PSDCF), a partnership consisting National Trust, Woodland Trust, Dartmoor National Park Authority, Devon County Council, and South Hams and West Devon District and Borough Councils.

PSDCF, as part of the England's Community Forests network, supports tree planting and woodland creation across Plymouth and South Devon through the delivery of central government funding and third-party funding. The facilitation of external funding enables street trees, parkland planting, and large-scale woodland to be created in the region, with ongoing establishment costs provided to ensure the survival of newly planted trees.

Since 2021, the majority of Plymouth's newly planted trees that are not associated with mitigation or development obligations have been funded by Defra's Trees for Climate Fund and delivered by PSDCF in collaboration with Plymouth City Council. PSDCF supports Plymouth City Council with the design of tree planting schemes, and the logistics and administration of delivering tree planting, but does not interact with PCC's statutory obligations towards the management of trees.

6.2 Establishing trees in Plymouth 2025-2050: The Community Forest Plan

PSDCF has developed a 25-year plan (2025-2050), adopted by all members of its partnership. Within the 25-year plan, PSDCF commits to supporting further tree planting and enhancement in Plymouth, alongside the appropriate management and maintenance of existing trees and woodlands.

The Community Forest Plan can be viewed here: [PSDCF | Home](#)

In Plymouth, PSDCF has developed objectives to increase tree equity in the city to ensure that by 2050, each neighbourhood scores at least 75 on Woodland Trust's tree equity score. The tree equity score is a tool which analyses the level of canopy cover in each neighbourhood alongside various health, income, and environmental determinants to provide a score regarding how equitable tree cover is in an area, and how equitable the benefits of trees are for individuals and communities living in those neighbourhoods.

The tree equity tool can be used here: [Tree Equity Score UK](#)

To deliver PSDCF's 25-year tree establishment target in Plymouth, it is anticipated that a further 6,000 medium-sized trees will need to be planted in the city supplementary to existing trees. Delivery of this number of trees requires robust scoping, feasibility and design protocols in adherence with existing policy and legislation and ensuring that the right tree is planted in the right place.

6.3 Establishment and planting processes

To ensure that the right tree is planted in the right place, PSDCF and Council teams undertake scoping and feasibility exercises which ensure there a site is suitable for a tree, and that interference with other authority and community processes is eliminated.

All tree planting sites are subject to the following process:

- Receipt of a tree planting request and site suggestion from either residents, community groups, wider council teams, or developers.
- In person site visit to assess initial suitability of site.
- Survey of the site inclusive PCC's own internal highway planting feasibility checklist, review of utilities plans to evaluate underground services, and a review land title and registry information to establish ownership of the site and any covenants and obligations.
- If suitable, internal consultation across Plymouth City Council ensures all appropriate departments and teams are notified of a prospective tree planting site, and have time to comment on proposals.
- Subject to internal consultation approval, wider local community members and residents are consulted with feedback and responses collated by project team. All objections are assessed by the PSDCF team and residents are approached to engage with mitigating concerns or objections.
- Subject to community consultation approval, detailed design and planning of the planting scheme commences, utilising the principles and criteria of Plymouth's Plan for Trees

Keeping the public informed – Engagement and Consultation

At all points through the process of identifying potential planting sites, co-designing schemes and co-delivery the PSDCF team will actively engage with community groups and residents to ensure that the plans align with community need and importantly build a sense of stewardship of the trees for people in their communities.

[Community groups can apply for funding here](#) and opportunities to get involved with the programme are [available here](#).

7 Plymouth Plan for Trees

In 2019 the council and a range of partners adopted [Plymouth's Plan for Trees](#), which set out Plymouth's vision for its trees across the city. The Plan was developed in collaboration between Plymouth City Council, Woodland Trust, Plymouth Community Homes, Plymouth Tree Partnership, Plymouth Open Space Network and the National Trust:

'Trees and woodlands within Plymouth will be valued and cared for so they can play a fundamental role in the City's future. Everyone will have more opportunities to experience the positive benefits of trees and woodlands, which enhance the beauty and unique nature of Plymouth.'

The four Principles of this vision are:

- *Care – We will care for our trees and woods by practicing and promoting good tree and woodland management*
- *Protect – We will protect Plymouth's special trees and woods for future generations*
- *Enhance – We will enhance neighbourhoods by selecting, growing and planting high-quality trees that also increase canopy cover and tree diversity*
- *Promote - We will promote the benefits and value of our trees and woods through education and encouraging best practice*

The plan recognises that realising all of the benefits of urban trees will require significant effort and investment over a prolonged period of time from all partners and stakeholders. It is accompanied with a detailed delivery programme developed to support Plymouth's Plan for Trees, setting out how each of the principles will be taken forward and achieved.

The delivery programme has been produced, and will be driven forward, monitored and adapted by the same multi-disciplinary Steering Group that developed this Plan. this programme will be reviewed every three years by the group with actions updated accordingly.

The Steering Group has a Partnership Agreement to guide the activity of the group and which all members sign up to – Appendix 3.

Appendix I

Tree removal decision and consultation process

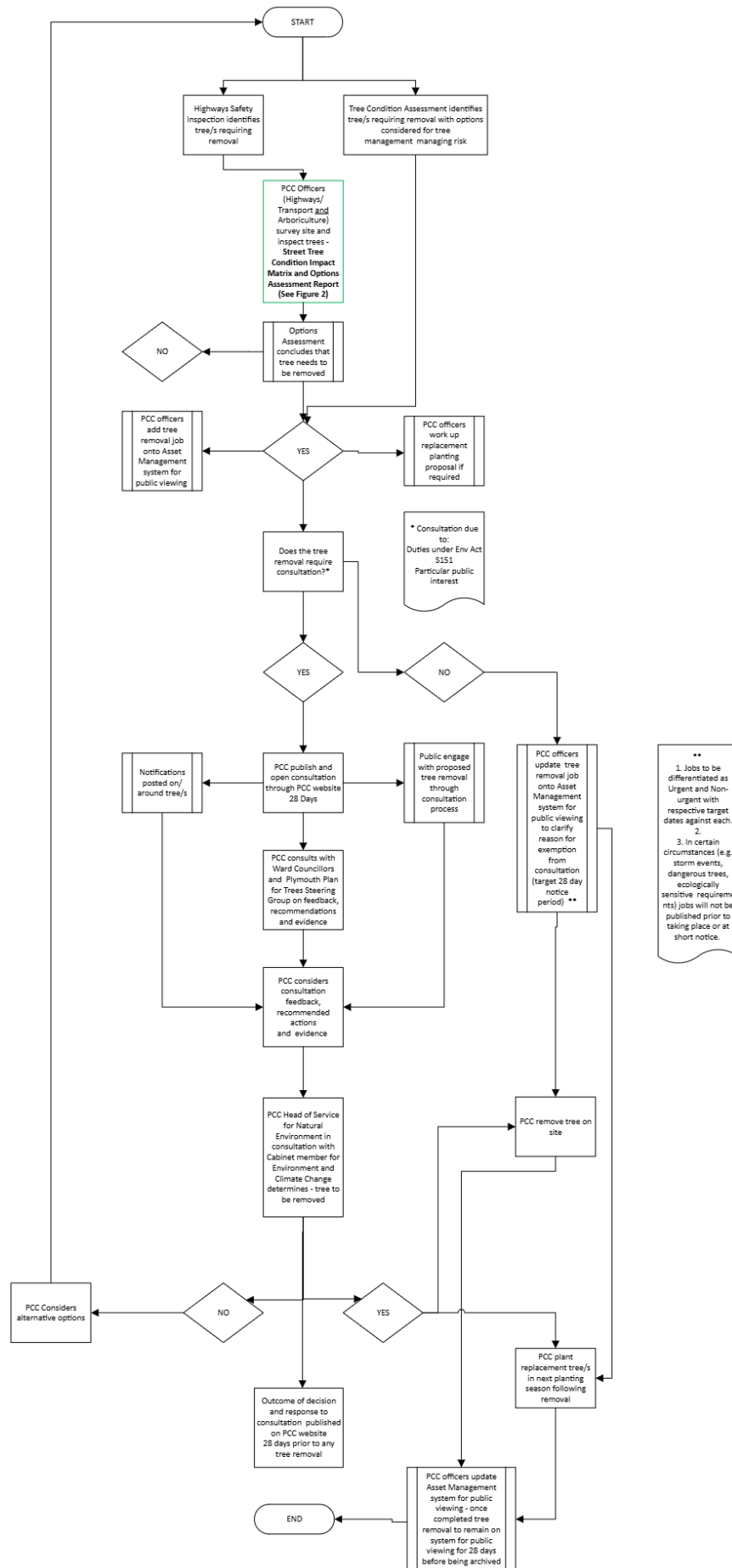


Figure 1 - Decision Process for proposed removal of Council-owned trees

This flow chart summarises the process used by the Council to review the evidence supporting any recommendation to remove and replace a street tree, including the consultation process using the Council's website

On receiving the PCC Officer recommendation, the Council's Head of Service for Natural Environment (or their nominated deputy) in consultation with Cabinet Member for Environment and Climate Change has the following options:

- 1
Council not satisfied with the evidence supporting the recommendation to remove and replace a tree.
Council returns to PCC Officers with reasons and a request for more information.
PCC Officer provides more information to the Council in support of the recommendation.
Council considers new information to determine if evidence is satisfactory.
- 2
Council satisfied with the evidence supporting the recommendation to remove and replace a tree.
Council considers the recommendation and alternatives to removal and replacement.
Council rejects the recommendation to remove and replace tree.
Council undertakes to find an alternative solution and the recommendation to remove and replace the street tree is dismissed.
In cases where the recommended tree removal and replacement is considered essential and the Council disagrees, a view would be sought from a third-party independent tree surveyor and/or further evidence would be examined.
- 3
Council satisfied with the evidence supporting the recommendation to remove and replace a tree or trees.
Council considers the recommendation and alternatives to removal and replacement.
Council accepts the recommendation to remove and replace the tree.
Council opens a public consultation on PCC website on the recommendation to remove and replace the street tree. Council posts a notification on the street tree informing the public of the consultation (and letters are sent to residents living in the vicinity of the tree under consultation?). The consultation runs for 28 days. The feedback from people living near the tree under consultation, or who are directly affected by it, will have greater influence on the final decision than people living in a different part of Plymouth, in another part of the UK, or abroad.
Once the consultation closes, the Council has 28 days to consider the recommendation, the consultation feedback, and to seek a view from the **Plymouth Plan for Trees Steering Group members** on possible alternatives to removal and replacement, or specific conditions for carrying out removal and replacement.
Following the consultation:
— If the decision taken is not to remove and replace the street tree, this is published on the Council website. The Council undertakes to seek an alternative solution.
- If the decision taken is to remove and replace the street tree, this is published on the Council website. A tree will not be removed until the decision has been published for a further 28 days. The Council programmes the work. The Council publishes the date for replacement, removes the street tree, procures the replacement tree which is planted in the following planting season, and the inventory is updated.

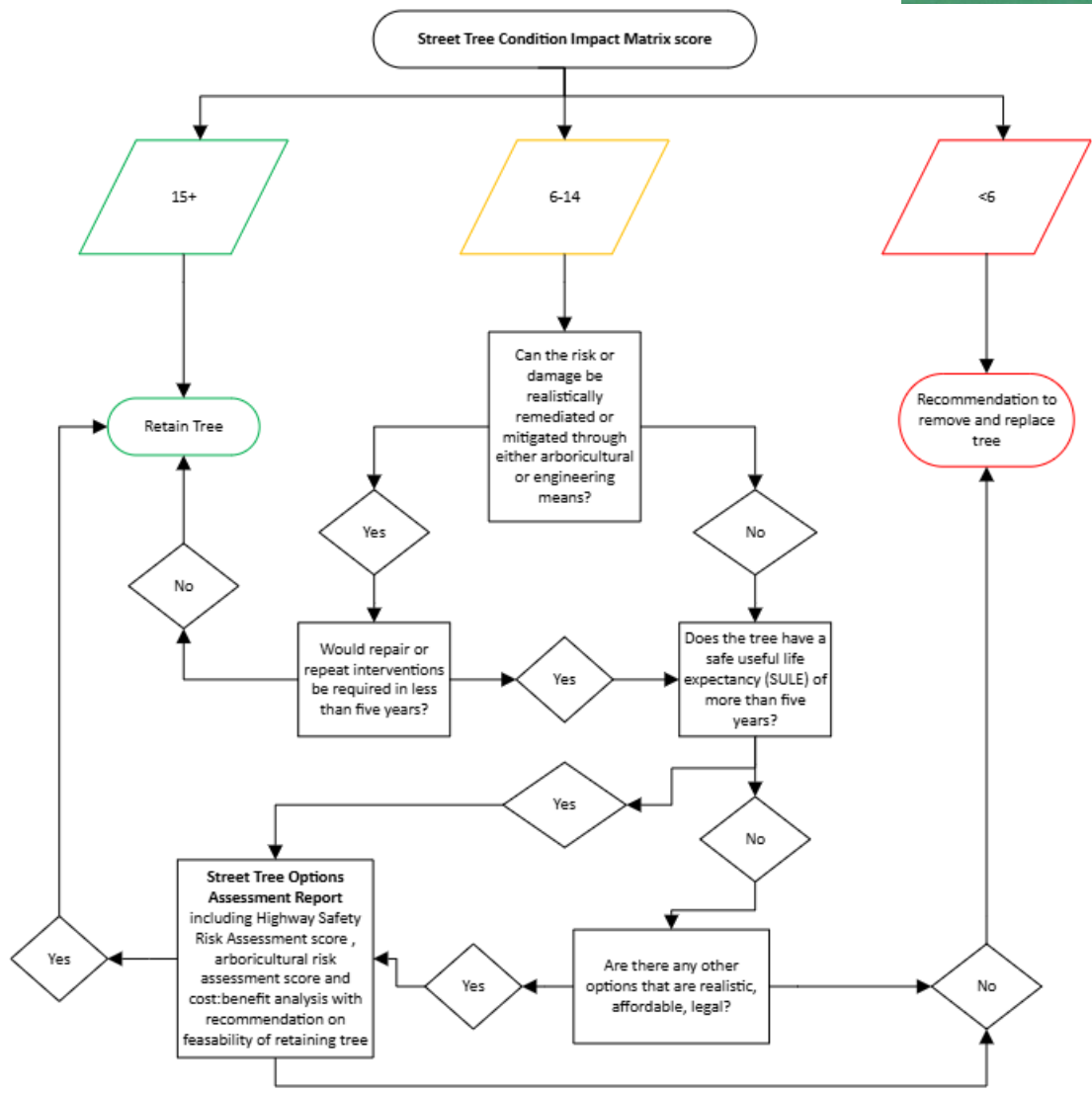


Figure 2 - Process for Street Tree Condition Impact Matrix and Options Assessment Report

IMPACT OF TREE	Impact or extent of damage	Cost to remediate	Impact score	CONDITION OF TREE					Tree quality		
				High, Category A		Moderate, Category B		Low, Category C		Nil, Category U	Tree condition
				Good		Fair		Poor		Dead	
				40 years +		20-40 years		10-20 years	5-10 years	<5 years	Remaining life expectancy
				5		4		3	2	1	
IMPACT OF TREE	Nil	Nil	6	6 x 5 = 30 Retain	6 x 4 = 24 Retain	6 x 3 = 18 Retain	6 x 2 = 12 Retain, enhanced inspection frequency/ detailed investigation	6 x 1 = 6 Retain, enhanced inspection frequency/ detailed investigation			
	Low	Low	5	5 x 5 = 25 Retain	5 x 4 = 20 Retain	5 x 3 = 15 Retain	5 x 2 = 10 Retain, enhanced inspection frequency/ detailed investigation	5 x 1 = 5 Recommendation to Remove and Replace			
	Moderate	Moderate	4	4 x 5 = 20 Retain	4 x 4 = 16 Retain	4 x 3 = 12 Cost/Benefit Analysis and Risk Assessed Solution	4 x 2 = 8 Cost/Benefit Analysis and Risk Assessed Solution	4 x 1 = 4 Recommendation to Remove and Replace			
			3	3 x 5 = 15 Retain	3 x 4 = 12 Cost/Benefit Analysis and Risk Assessed Solution	3 x 3 = 9 Cost/Benefit Analysis and Risk Assessed Solution	3 x 2 = 6 Cost/Benefit Analysis and Risk Assessed Solution	3 x 1 = 3 Recommendation to Remove and Replace			
	High	High	2	2 x 5 = 10 Cost/Benefit Analysis and Risk Assessed Solution	2 x 4 = 8 Cost/Benefit Analysis and Risk Assessed Solution	2 x 3 = 6 Cost/Benefit Analysis and Risk Assessed Solution	2 x 2 = 4 Recommendation to Remove and Replace	2 x 1 = 2 Recommendation to Remove and Replace			
	Unacceptable	Unacceptable	1	1 x 5 = 5 Recommendation to Remove and Replace	1 x 4 = 4 Recommendation to Remove and Replace	1 x 3 = 3 Recommendation to Remove and Replace	1 x 2 = 2 Recommendation to Remove and Replace	1 x 1 = 1 Recommendation to Remove and Replace			
	Indicative scores given for tree condition or value vs the impact of the tree on infrastructure.										
	Values and boundaries										
Outcome score: > 15 retain tree 14-6 tree subject to enhanced inspection and/or cost benefit analysis < 6 Remove and replace											
For scores 14-6 follow decision tree											
Guidance only, to aid a decision											

<p>Assessment of a street tree</p> <p>The first step in assessing a street tree is for a qualified tree inspector to conduct a thorough inspection to gather information about the tree quality, overall condition and SULE. Based on this information, the street tree is given a condition score from 5 to 1 (horizontal axis of the Street tree condition-impact matrix). This is the arboricultural input into the assessment. In addition, Highways Inspectors will assess the impact of the tree on Highway features (the vertical axis of the matrix), classifying the impact and extent of damage and the cost to remediate.</p> <p>The Council team who inspect street trees are experienced and qualified in tree assessments and are required to hold at least a minimum level of relevant arboriculture qualifications, e.g., Lantra25 Professional Tree Inspection (PTI), level 3 or higher qualification in arboriculture.</p> <p>If a street tree is assessed as immediately dangerous to life and/or property, the Council or its contractors must attend and make the tree safe as an urgent defect. The street tree will be removed from the highway to prevent the tree or its branches falling and injuring people or damaging property. In these instances, or during storm and high wind events, no consultation takes place as the primary duty is to keep members of the public and property safe.</p> <p>Street tree condition-impact matrix (STCIM)</p> <p>For trees that are not determined as immediately dangerous to life and/or property, the street tree condition-impact matrix (figure 2) is used as a guide by the Council to help assess:</p> <ul style="list-style-type: none"> — The likely impact or extent of damage to people or property by a street tree — Whether the likely impact or extent of damage can be remediated or mitigated, either through arboricultural or engineering means — The likelihood of repetitive repairs within a five-year period — The safe useful life expectancy (SULE) of the tree — Options for retaining the tree and carrying out a risk assessment on each option — Relative costs of repair compared to all the benefits that flow from the tree. <p>For the street tree being assessed, the matrix generates a score from 1-30:</p> <ul style="list-style-type: none"> — A score <6 (denoted by the red squares). Street tree is dead or in poor condition and unsafe. Recommendation is to remove and replace. This represents most of the tree replacements that are carried out. — A score between 6-14 (denoted by yellow and orange squares). Street tree is in poor, fair or good condition but may be causing significant direct or indirect damage to highway infrastructure or third-party structures, e.g., subsidence, root pressure. Assessment of this damage is carried out in line with guidance in the Code of Practice for Well-Managed Highway Infrastructure (Produced by the UK Roads Liaison Group (URLG)) which brings together national and local government from across the UK to consider roads infrastructure engineering and operations matters: http://www.ukroadsliagroup.org/. Recommendation may be enhanced inspection frequency, detailed investigation, or cost benefit analysis with a risk-assessed solution. This provides scope to find out if the likely impact or extent of damage can be remediated or mitigated through either arboricultural or engineering means. — A score 15+ (denoted by green squares). Tree is retained. <p>The score for a street tree derived from the matrix is used for guidance only to aid decision-making and to plan next steps. It is not prescriptive and in some cases street trees will fall between scores. Only through a considered assessment and open dialogue with all involved, including affected parties, can a decision or resolution be found, whether that is tree retention and repairs to structures or tree removal and replacement.</p>

With the passing of the Environment Act 2021 its provisions gained statutory status and so its provisions must now be complied with. Regarding arboricultural management a new Duty has been placed upon Councils to consult with the public prior to the removal of street trees. This Duty came into force on 30th November 2023.

The Duty relates only to specific trees in specific areas, and the intention seems to be to ensure that situations do not arise in residential areas where Councils might remove trees without the prior knowledge of the residents.

Those streets where consultation is required are:

Urban roads, other than trunk or classified roads, which:

- are restricted for the purposes of section 81 of the Road Traffic Regulation Act 1984 (30 miles per hour speed limit);
- are subject to an order made by virtue of section 84(1)(a) of that Act imposing a speed limit not exceeding 40 miles per hour; or
- are otherwise a street in an urban area.

The Duty itself is that Local highway authorities in England must consult before felling street trees and this has led to an amendment of the Highways Act 1980 so that it now reads:

Section 96A- Duty of local highway authorities in England to consult before felling street trees

(1)A local highway authority in England must consult members of the public before felling a tree on an urban road (a “street tree”).

(2)A local highway authority must have regard to any guidance given by the Secretary of State to local highway authorities about how to discharge the duty under subsection (1).

There are exemptions from the need to consult and those are listed in the primary legislation as:

- the street tree has a diameter not exceeding 8 centimetres (measured over the bark, at a point 1.3 metres above ground level),
- the authority considers that the street tree is dead,
- the authority considers that the street tree is required to be felled:
 - by virtue of an order under the Plant Health Act 1967, or
 - under any enactment on the basis that the tree is dangerous,
- the authority considers that the street tree is required to be felled in order to comply with:
 - a duty to make reasonable adjustments in the Equality Act 2010 because the tree is causing an obstruction (see section 20 of that Act), or
 - a duty in section 29 of that Act (prohibitions on discrimination etc in the provision of services) because the tree is causing an obstruction, or
- the felling of the street tree is required for the purpose of carrying out development authorised by:
 - planning permission granted under section 70, 73, 76D, 77 or 79 of the Town and Country Planning Act 1990, or
 - outline planning permission granted under section 92 of that Act.

Plymouth City Council are then required under a statutory duty to consult with the Public when removing a street tree on an unclassified urban road that is not a trunk road where an exemption does not apply.

Street Tree Options Assessment Report

(Template – aligned with Tree Management Principles 2025)

1. Site and Tree Details

- Location:
- Tree Species:
- Tree ID/Reference:
- Ownership:
- Survey Date:
- Surveyor:

2. Reason for Assessment

- ☐ Routine inspection
- ☐ Reported damage/defect
- ☐ Highway obstruction
- ☐ Development proposal
- ☐ Other (specify):

3. Tree Condition and Risk Assessment

- Health and Structural Condition: (Summarise findings from QTRA/VTA or other assessment)
- Risk to Public/Property: (Likelihood of failure, potential impact, HSE risk thresholds)
- Legal/Statutory Considerations:
 - TPO/Conservation Area status
 - Highways Act compliance
 - Environment Act duties
 - Street Tree Impact Assessment Matrix score
 - Red/ Amber/ Green

3.1 - Consultation and Engagement

- Is statutory consultation required?
 - ☐ Yes (Environment Act/Highways Act triggers met)
 - ☐ No (exemption applies – specify)

4. Site Constraints and Opportunities

- Footway/Carriageway Width:
- Proximity to Utilities/Services:
- Visibility Splays:

- Proximity to Buildings/Boundaries:
- Drainage Issues:
- Other Trees/Vegetation:
- Street Furniture/Lighting/Signage:
- Accessibility (Equality Act):
- Tree Equity/Canopy Cover Considerations:

5. Environmental Impact Assessment

Consider and summarise the following:

- Biodiversity Value:
 - Presence of nesting birds, bats, or other protected species
 - Contribution to local habitat connectivity (green corridors, pollinator routes)
- Ecosystem Services Provided:
 - Carbon sequestration (reference i-Tree Eco data if available)
 - Air quality improvement
 - Rainwater interception and flood mitigation
 - Urban cooling/shade provision
- Amenity and Landscape Value:
 - Visual contribution to streetscape/character
 - Contribution to canopy cover and tree equity targets
 - Social and health benefits (wellbeing, noise reduction)
- [CAVAT valuation](#)
- Potential Negative Impacts of Removal:
 - Loss of shade, increased surface temperatures
 - Reduced air quality or increased runoff
 - Impact on local wildlife
- Mitigation/Enhancement Measures:
 - Replacement planting (species, location, timing)
 - Habitat creation/enhancement (e.g., deadwood retention, wildflower planting)
 - Community engagement in replanting or stewardship

6. Options Considered

Tick and describe all that apply, referencing the Principles document and Feasibility Checklist.

Option	Description	Feasibility	Pros	Cons
Retain and monitor				
Prune (specify works)				
Install root barrier				
Footway build-out				

Reconstruct footway/kerb				
Remove and replant (same site)				
Remove and replant (nearby)				
Other (specify)				

7. Consultation and Engagement

- Is statutory consultation required?
 - ☐ Yes (Environment Act/Highways Act triggers met)
 - ☐ No (exemption applies – specify)
- Stakeholders Consulted:
 - Residents
 - Ward Councillors
 - Plan for Trees Steering Group
 - Others (specify)
- Consultation Method:
 - Website notice
 - Site notice
 - Letters
 - Meetings
- Consultation Period:
- Feedback Summary:

8. Officer Recommendation

- Preferred Option:
- Justification: (Reference to risk, legal duties, public feedback, environmental/social/economic factors)
- Replacement Plan: (Species, location, timing, community involvement)

9. Decision and Sign-off

- Decision Maker:
- Date:
- Decision:
- Publication/Notification Details:

10. Appendices

- Site photos
- Tree survey data
- Consultation responses
- Maps/plans
- Relevant correspondence

Appendix 2 – Tree Services Guide for Councillors



230131 Tree Services
guide complete.pdf

Appendix 3 – Plan for Trees Partnership Agreement

MEMORANDUM OF UNDERSTANDING (MOU) – Plymouth Plan for Trees Partnership

PURPOSE OF THIS MEMORANDUM OF UNDERSTANDING (MOU)

Plymouth's trees and woods form the green framework to the city and beyond, bringing beauty and character to deliver a wide range of other benefits including:

- Quality of life (tackling poor air quality, promoting physical and mental health, exercise, amenity and recreation).
- Landscape, Streetscape and biodiversity (framing streets, views and vistas. Helping habitats become more robust to adapt to climate change, buffering and extending fragmented ancient woodland).
- History and culture with many trees dating from the Victorian era and before - and now requiring management.
- Mitigating climate change (flood amelioration, urban cooling).
- Supporting the local economy (timber, craft and wood fuel markets).

However, these trees and woods are under pressure from development, neglect, old age, climate change and budgetary pressures. They are appreciated by many but the responsibility of a few – and are thus at risk of gradual loss and decline at a time when there is a demonstrable need to *increase* canopy cover in urban areas, for people and for nature.

Plymouth's Plan for Trees will drive changes that will ensure that trees in our urban areas become a benefit for present and future communities, resilient to the challenges of climate change and disease, and adaptable to whatever new challenges the future may hold.

This non-exclusive, mutually beneficial agreement is made on [10/07/2025] between Plymouth Tree People, Plymouth City Council, Plymouth and South Devon Community Forest, Plymouth Community Homes, Plymouth Open Spaces Network, Woodland Trust and National Trust (the "**parties**"). The parties wish to record the basis on which they will extend their collaboration with each other to work together to support the development and delivery of the Plymouth Plan for Trees and the vision and principles which will underpin this work as well as the Plan for Trees Delivery Programme (as defined in separate document), inclusive stakeholders beyond the programme membership. This MoU sets out the intended objectives of the Programme, the principles of collaboration and the parties' respective responsibilities and activities. It will provide a reference point throughout the Programme.



This MoU does not imply any legal partnership, joint venture, or contract, nor does it affect each party's ability to work with other parties. Neither party shall hold itself out as agent for the other party and neither party shall have authority to enter into any agreement or incur any liability or obligations on behalf of the other party at any time.

PARTIES

Name, Registered Name and short name:	Plymouth Tree People ("PTP")	Plymouth Open Space Network ("POSN")	Plymouth City Council ("PCC")
Registered Number:	Registered Charity no: 1161565	TBC	NA
Description:	PTP is a membership organisation dedicated to furthering the value of trees in the city of Plymouth and registered Charitable Incorporated Organisation	TBC	Plymouth City Council is a unitary authority
Property/Location:	Poole Farm, Blunts Lane, Estover, Plymouth, PL6 8NF	TBC	Ballard House, West Hoe Road, Plymouth

Name, Registered Name and short name:	Plymouth Community Homes ("PCH")	Woodand Trust ("WT")	National Trust ("NT")
Registered Number:	TBC	TBC	TBC
Description:	TBC	TBC	TBC
Property/Location:	TBC	TBC	TBC

Name, Registered Name and short name:	Plymouth and South Devon Community Forest		
Registered Number:	N/A		
Description:	PSDCF is a Joint Venture partnership comprising; Plymouth City Council as lead partner; National Trust; Woodland Trust; Devon County Council; South Hams and West Devon Councils; Dartmoor National Park Authority		
Property/Location:	Ballard House, West Hoe Road, Plymouth		

OUTLINE OF THE PARTIES' INTENTIONS

AIMS AND OBJECTIVES	<p>Our collaborative approach seeks to build and expand on existing good practice in Plymouth, as set out in the Plymouth Plan for Trees under the four key principles:</p> <ol style="list-style-type: none"> 1. Promote – To <i>promote</i> the benefits and value of our trees and woods through education and encouraging best practice. 2. Protect - To <i>protect</i> Plymouth's special trees and woods for future generations. 3. Care - To <i>care</i> for our trees and woods by practising and promoting good tree and woodland management.
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	<p>4. Enhance - To enhance neighbourhoods by selecting, growing and planting high-quality trees that also increase canopy cover and tree diversity.</p> <p>Each party agrees to support Plymouth's Plan for Trees vision and core principles set out above. We will work in collaboration and with a spirit of openness and trust to produce and promote Plymouth's Plan for Trees and associated Delivery Programme and to deliver this vision in accordance with these principles. We will endorse the Plan and act as members of the Plymouth Plan for Trees Steering Group to monitor, review and advise on the delivery of Plymouth's Plan for Trees in accordance with the terms of this MoU.</p>
TERM AND TIMINGS	<p>The proposed start date of the Programme is 10th July 2025.</p> <p>The proposed end date of the Programme is 30th April 2030</p> <p>An annual review of group membership will take place, at agreed meeting dates in the Summer of each year</p> <p>A full review will take place every three years into the Programme to assess how partners are delivering against the Programme aims and objectives and report to respective Leadership Teams of each of the Parties.</p> <p>This will give partners the options to refine and recommit to another three-year period.</p> <p>Programme delivery will be monitored by:</p> <ul style="list-style-type: none"> • Plan for Trees Steering Group. • Highlight report to Leadership Teams in respective bodies on annual basis.
PRINCIPLES OF COLLABORATION	<p>The parties agree to the following principles of collaboration:</p> <ol style="list-style-type: none"> 1. Deliver solutions at scale and be ambitious for the future of the city of Plymouth, its citizens and its urban forest.

	<ol style="list-style-type: none"> 2. Enable innovation: pioneer new models of delivery and act as a catalyst for change across Plymouth, the region and the UK. 3. Combine strengths: to deliver more together than we can alone and combine resources, capacity and expertise to increase our collective impact. 4. Act as a critical friend, champion and advocate, mitigating risks, overcoming barriers and pursuing opportunities. 5. Build trust and act in good faith, fostering mutual confidence between teams and presumption of sharing relevant data and information. 6. Strive for continual improvement, through a learning and sharing mentality and a working culture that is agile, iterative and fast-paced and appropriately risk taking. 7. Protect the partners: Adhere to statutory requirements and best practice: comply with applicable laws and standards including in respect of health and safety, data protection and processing. 8. Ensure that working practices are inclusive, enabling organisations and communities to be fully engaged and can participate with the delivery of the programme.
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INTENDED DELIVERABLES

DELIVERABLES	<p>Through the Programme, the Partners will:</p> <ol style="list-style-type: none"> 1. Deliver the objectives set out in the Plan for Trees delivery programme. 2. Support the activities of Plymouth and South Devon Community Forest 3. Shared communications activities and plans related to the aims and objectives, enabling full visibility and preparation of public communications and engagement materials
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	<ol style="list-style-type: none"> 4. Act as a critical friend for proposed development activity to be delivered by any of the parties 5. Map existing resources and investment programmes and seek additional resources to close the gaps and robustly meet the challenges facing all the organisations. 6. Deliver a programme that collectively improves tree equity of the city at an accelerated pace. 7. Utilise the enhanced collaboration to seek new opportunities for skills development and development of green jobs in the City. 8. Design and deliver interventions in a manner which maximises the impacts for other aligned programmes of work including specifically climate resilience (drought and flood) and delivering the greatest benefits for people and nature. 9. Attendant projects and activities related to the aims and objectives the Steering Group
FINANCING OF THE PROJECT	<p><i>The partnership will utilise existing resources to develop and deliver the Plan for Trees Delivery Programme detailed in this agreement. The greatest benefit will be the alignment of these existing resources. Delivery and innovation of approach will require funding. This will be drawn from existing programmes, but better alignment will ensure added value. In addition, the partnership will work collaboratively to secure further funding for innovations in approach.</i></p>
INTELLECTUAL PROPERTY	<p>All Intellectual Property Rights developed or created by respective parties pursuant to the Programme shall be owned by respective parties.</p> <p>Each party grants to the other party a non-exclusive, personal, royalty free licence during the Term of the Programme to use Intellectual Property generated for the purposes of the Programme.</p> <p>All Intellectual Property Rights not developed or created by a party pursuant to the Programme but owned or controlled by a party and made available by such party to the other for use in relation to the</p>

	<p>Programme (“Background IPR”) shall remain in the ownership of the relevant party.</p> <p>Each party shall immediately give written notice to the other party of any actual, threatened or suspected infringement of any party's Intellectual Property Rights used in connection with the Project of which it becomes aware.</p> <p>“Intellectual Property Rights” means all patents, rights to inventions, copyright and related rights, moral rights, trademarks, trade names and domain names, rights in get-up, rights in goodwill or to sue for passing off, rights in designs, rights in computer software, database rights, rights in confidential information (including know-how and trade secrets) and any other intellectual property rights, in each case whether registered or unregistered and including all applications (or rights to apply) for, and renewals or extensions of, such rights and all similar or equivalent rights or forms of protection which may now or in the future subsist in any part of the world.</p> <p>If valuable intellectual property is to be produced by the parties as part of joint commission, a binding contract with specific IP provisions could be explored.</p>
ORGANISATIONAL SPONSORS	<p>PCC Sponsor: Cabinet Member for Environment and Climate Change (Cllr Tom Briars-Delve at time of signing)</p> <p>PTP Sponsor: Chair of PTP, Penny Tarrant</p> <p>...</p>
KEY CONTACTS	<p>The key contacts shall be responsible for the day-to-day running of the Programme.</p> <ul style="list-style-type: none"> • PCC: Chris Avent, Green Estate Manager, Plymouth City Council Email chris.avent@plymouth.gov.uk • PTP: penny.tarrant@plymouthtrees.org • NT: laura.jones3@nationaltrust.org.uk • WT: rosiewalker@woodlandtrust.org.uk

	<ul style="list-style-type: none"> • POSN: Dave Curno • PCH: Joe berryman • PSDCF: Peter Hawking-Sach, Manager Email peter.hawking-sach@plymouth.gov.uk
CONFLICT OF INTEREST	<p>If any party has a conflict of interest, then they should declare this to the partnership group in the spirit of transparency.</p> <p>A conflict of interest in the context of this group is any professional, private or personal interest that could affect a member's ability to deal with a particular matter in accordance with the principles set out in this MoU.</p> <p>How an interest should be managed depends on three factors:</p> <ul style="list-style-type: none"> • the degree of involvement of the individual in the decision or discussion • how directly related the interest or relationship is to the decision or discussion in question • how significant the interest or relationship is to the individual <p>Where these factors are minor, then simply declaring the interest may be sufficient. Where the factors are significant, an individual should not deal with the matter for the council and might have to pass over any decision-making responsibilities to someone else.</p>
ESCALATION	<p>If either party has any issues, concerns or complaints about the Programme, or any matter in this MoU, that party shall notify the other party's key contacts and the parties shall then seek to resolve the issue by a process of consultation. If the matter cannot be resolved by the key contacts within 14 days, the matter may be escalated to the Sponsors for resolution.</p>
ANNOUNCEMENTS	<p>The parties when making any public announcement or communication concerning the Programme (an "Announcement") shall consult together on the timing, contents and manner of release of any Announcement, and put in place communications protocols and joint working between our teams to support this. When making any public announcement or communication on matters outside of the Programme across the range of work that both Partners do separately,</p>

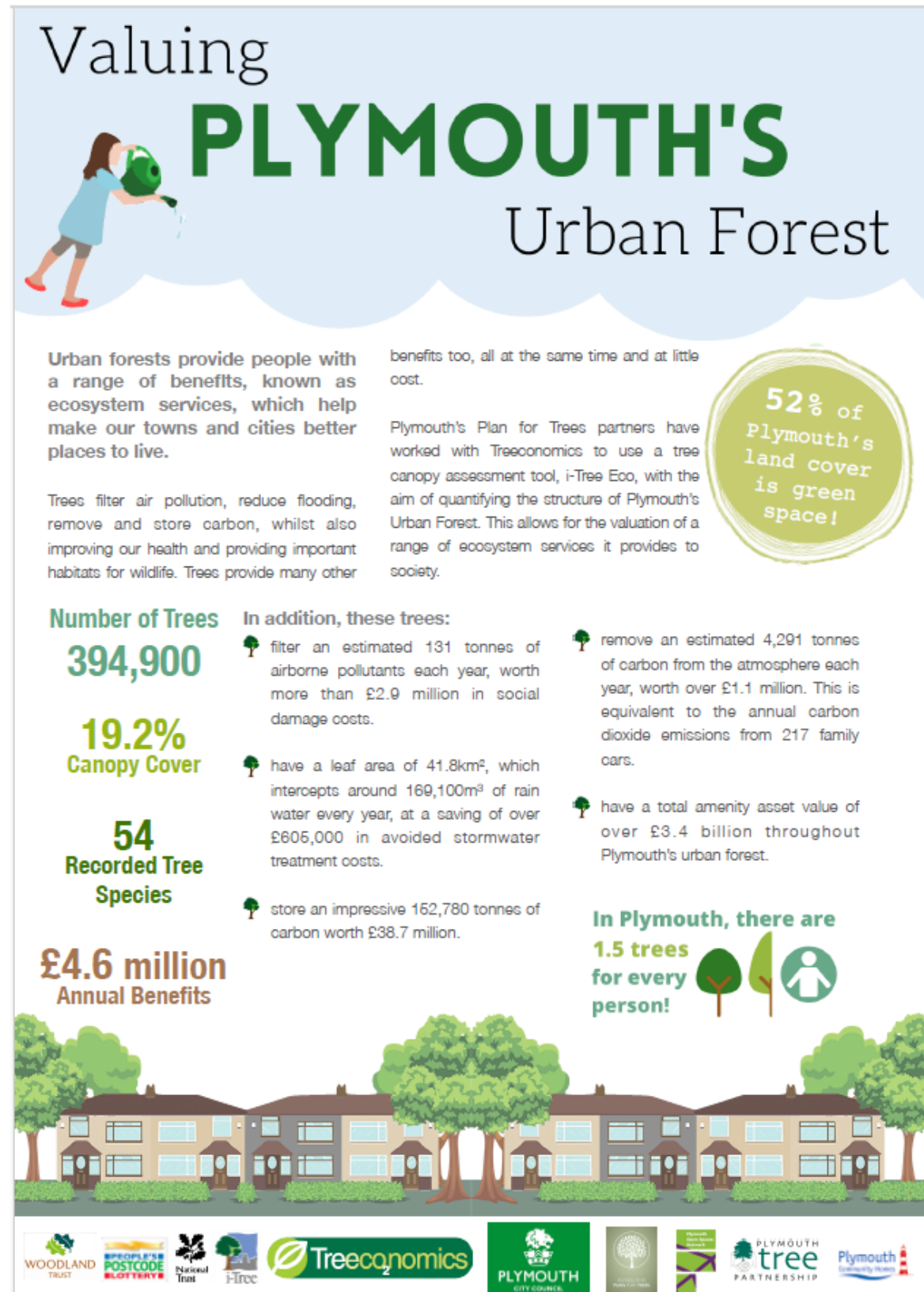
	<p>the Partners will give prior notice and ensure a transparent and effective flow of communications, particularly where it may impact on the other Partner in terms of reputation or brand.</p> <p>Wherever possible the parties shall agree the content of such Announcements prior to publication.</p> <p>Neither party shall use the trade marks of the other party without that party's prior consent.</p>
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MISCELLANEOUS

TERMINATION & REVIEW	<p>Whilst this Programme is ongoing, this MoU and membership of the group will be reviewed on an annual basis on or around its anniversary to ensure that it is still fit for purpose by the Steering Group.</p> <p>The terms of this MoU may be amended at any time by mutual written consent.</p>
DATA PROTECTION	<p>a) Each party shall ensure that it and its contractors and staff engaged in the Programme do not cause the other party to breach any laws relating to personal data or privacy in force from time to time ('Data Protection Laws') and that it complies with those Data Protection Laws.</p> <p>b) The Parties do not expect that the Partners shall process personal data on behalf of the other Partner in connection with the Programme. In the event that a Partner does process personal data on behalf of the other Party, the Partner shall notify the other Party immediately in writing and shall enter into a data processing agreement, and where necessary complete a Data Protection Risk Assessment.</p>

ACKNOWLEDGEMENT	<p>Each party acknowledges that PTP is a registered charity and membership organisation and is obliged to operate within its charitable objectives.</p> <p>Each party acknowledges that PCC is an upper-tier local authority and is obliged to operate within its powers and apply its resources in accordance with its statutory objects.</p>
GOVERNING LAW	<p>This MoU shall be governed by and construed in accordance with English law.</p>

Appendix 4 – i-Tree Eco Survey Report or Summary



What Is i-Tree Eco?

A state-of-the-art, peer-reviewed software suite from the US Department of Agriculture Forest Service. i-Tree Eco quantifies the structure and functions of community trees & urban forests.

It is adaptable to multiple scales from a single tree to area-wide assessments. It's also open source and free to use.



How?

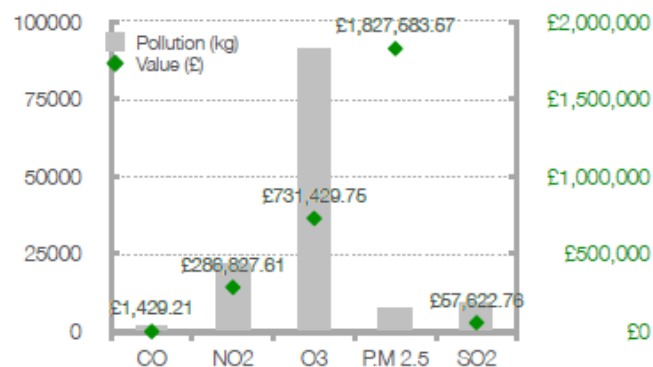
To gather a collective representation of Plymouth's urban forest across both public and private land, a field-based assessment was undertaken using i-Tree Eco. 280 randomly allocated plots were surveyed, representing 0.14% of the total study area.

Information on the plot was recorded, including land use, ground cover, % tree cover, % shrub cover, % plantable space, and % impermeable ground. Within the plot, tree information was also recorded. This includes tree and shrub species, height, trunk diameter, canopy spread, health and fullness of the canopy, light exposure and life expectancy.

This data was then scaled-up across the study area to give a representative estimation of the structure of Plymouth's urban forest and the benefits it provides.

Ecosystem services are directly related to photosynthetic area. Trees with a larger surface area can hold greater amounts of air pollution or rainfall within the canopy.

The chart below illustrates the quantity and value of individual pollutants removed by Plymouth's trees.



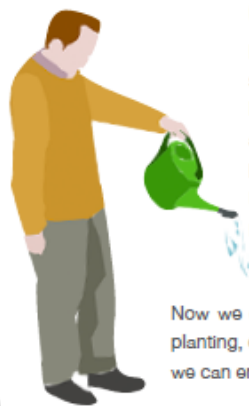
Plymouth's Most Common Tree Species:
Oak, Sycamore and Ash

Conclusions

Plymouth's trees provide a valuable benefit to its community through the delivery of ecosystem services.

However, there are challenges too. For example, the Acute Oak Decline disease threatens around 17% of Plymouth's tree resource, and this could have a devastating effect on the provision of tree benefits.

Understanding urban forest composition is the first step in the proactive management of this important resource.



Now we can begin to strategically plan to improve and maintain our urban forest. Through targeted planting, diversifying, monitoring, community engagement, training and a whole range of other activities, we can ensure that Plymouth's urban forest continues to provide benefits long into the future.

What Next?

Treeconomics Limited is a social enterprise, an organisation that applies commercial strategies to maximise improvements in human and environmental wellbeing, rather than growing profits for external shareholders.



Appendix 5 – Highways Tree planting feasibility checklist

Key:

**Non-
negotiable**

**Other
Consideration**

Step	Consideration	Description/Rationale
1	Can you see any overhead power cables?	<ul style="list-style-type: none"> Although the easements needed for each respective service providers differ, we would generally avoid planting trees close enough to overhead cables where their canopy expected at maturity would interfere
2	Is the pavement more than 2m wide?	<ul style="list-style-type: none"> 120cm retained on the footpath side of planting and 45cm retained from the kerbside to the kerbside face of the tree trunk, taking several factors into consideration including tree size at maturity, therefore standardising a 35cm tree stem diameter at ground level at maturity, 120cm + 45cm + 35cm, the footpath must be 2m+ wide
3	Visibility splay	<ul style="list-style-type: none"> The provision of adequate visibility for all highway users is essential for their safety. If your site is adjacent to a carriageway, standing in the middle of the highway 2.5m away from the give way line. If the extent of your site is within the splay where trees would block the view when checking for oncoming traffic, pedestrians etc., then tree planting is not feasible
4	How close is the site to the nearest building, wall etc?	<ul style="list-style-type: none"> Possibility of damage and considerations around trees growing irregularly due to excessive shading. If your site is within 5m of the nearest building, retaining or boundary wall etc. then tree planting is not feasible
5	Is there evidence of existing blocked drainage?	<ul style="list-style-type: none"> Debris from trees can negatively impact the function of drainage systems, however opportunities might also exist for some of the drainage and water management needs of the site to be fully or partially involved through the integration of the trees with sustainable urban drainage (SUDS) components
6	What is the width of the whole highway incl. pavements?	<ul style="list-style-type: none"> Although site specific and based on a number of factors incl. aspect, direction of prevailing wind, tree characteristics, and tree management regimes, the total width of the highway should be considered when designing a scheme to reduce the likelihood of a street canyon effect.

7	Desire Lines	<ul style="list-style-type: none"> • Desire lines are informal footpaths created by foot fall, showing a want by site users to follow a particular route which isn't formally maintained as a path. Trees can be used to enhance these desire lines or create a new route/ point of interest
8	How busy would you say the highway is?	<ul style="list-style-type: none"> • On busy streets traffic can quickly increase the decomposition time and blow falling leaves aside, limiting the risk of slippery surfaces due to compacted wet leaves on hardstanding. On smaller streets and cycle paths this will be different, and pedestrians as well as 'lighter' traffic such as cycles and scooters can be at a higher risk of slipping
9	Are there any solar panels next to the site?	<ul style="list-style-type: none"> • We don't want to block light from solar panels, consider aspect, shading at peak times of the day
10	Are there other trees close to the site?	<ul style="list-style-type: none"> • Management prescriptions of adjacent assets, assess health of existing tree stock, presence of pests and diseases, funding eligibility etc.
11	Are there any commercial signs and store fronts?	<ul style="list-style-type: none"> • Studies show that trees in retail area positively affect shopper perception and increased time spent in the retail area. However, trees could block store fronts and reduce visibility of signs and shop windows.
12	Are there security cameras on site?	<ul style="list-style-type: none"> • Trees have a potential to obstruct visibility lines of security cameras, reducing public safety.
13	Are there streetlights on site?	<ul style="list-style-type: none"> • Trees have a potential to obstruct light splay from streetlights, security lights etc, reducing public safety.
14	What is the highway speed limit?	<ul style="list-style-type: none"> • Evidence shows that trees are one of the three main traffic calming measures. Trees, especially when planted on both sides of the street create a sense of enclosure that discourages drivers from speeding
15	Line of sight	<ul style="list-style-type: none"> • Likely not a major consideration in heavily built-up areas we will be targeting, however viewpoints and sightlines towards aesthetically pleasing vistas, memorial/commemorative statues, murals etc. should be noted

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Does the scheme propose to replace bollards or other road traffic management equipment?

- **Trees cannot be used in lieu of bollards if this puts them closer than 45cm of the highway**

Appendix 6 – Making and Confirming a TPO Flowchart

Flowchart 1: Making and confirming a Tree Preservation Order

